MANAGEMENT INFORMATION SERVICE

CONDUCTED BY THE
INTERNATIONAL CITY MANAGERS' ASSOCIATION
1313 East 60 Street, Chicago 37, Illinois

Report No. 212 September, 1961 Page 1

PLANNING THE NEW CITY HALL

What are the steps to take in planning a new city hall? What factors should be considered in determining space needs and office layout? Where should the city hall be located?

In July, 1952, MIS issued Report No. 102, *City Hall Location and Layout of Office Space*. This report has consistently been in demand, indicating that a number of cities were and are planning and constructing new facilities to house the city's general offices. To confirm this impression the International City Managers' Association early in 1961 asked all cities over 10,000 population reporting to the 1961 *Municipal Year Book* whether they had built a new city hall in the last five years. Out of 1,391 responding cities, 205 cities indicated that they either had built a new city hall or constructed a large addition to the existing city hall.

Considering that a city hall is a structure that a city builds once every 60 or more years, 208 cities is a sizeable number — 15 per cent of those reporting. This report updates Report No. 102 and is based on information from 109 of the 208 cities that answered a detailed questionnaire on the construction of a city hall. These cities are listed in Appendix A.

Some "Do's and Don't's"

Steps to be taken in planning and constructing a city hall are (1) determining need, (2) determining space requirements, (3) selecting an architect, (4) acquiring a site, (5) approving layout, design, and architectural features, and (6) developing a financial plan. These steps are not a one-two-three process; frequently they must be done simultaneously. It is important to have an idea of what is wanted before selecting an architect, but the architect can be helpful in delineating wants. It is important to remember that the city hall must last 60 years or more. The following "Do's and Don't's" provide a guide to officials engaged in planning a new city hall.

DO:

1. Locate the city hall where it will be most convenient and if possible where land values are reasonable.

2. Be prepared to provide the architect with information on departments to be housed, the number of employees, types of furnishings and equipment, and special requirements such as vault and storage space.

3. Provide ample off-street parking space for both employees and the public.

4. Put most or all city department headquarters in the city hall.

5. Provide for structural expansion and flexibility in office layout.

6. Plan the city hall from the inside out with emphasis on work flow, convenience to the public, and convenience for employees.

7. Provide for the comfort and efficiency of employees with controlled ventilation and adequate lighting.

8. Provide for employee lounges and rest rooms.

9. Use materials, construction, and furnishings which make the city hall easy to maintain.

10. Provide open, unobstructed counters for transactions with the public.

ON'T:

1. Don't locate in an area of declining property values except when part of a comprehensive ban renewal program.

2. Don't try to remodel an old postoffice, school building, convention hall, or other building signed for some other special use.

3. Don't forget that the city hall is an office building, not a monument or an ornament.

4. Don't underestimate space needs; the average commercial office building lasts 67 years.

5. Don't tie up valuable space with indoor pistol ranges, drive-through garages, private exits, de corridors, and other gadgets.

6. Don't cut up the city hall into cubby holes for minor officials.

7. Don't build the city hall over two stories in height if at all possible.

8. Don't let the public come in contact with police or criminal activities.

9. Don't provide in the main lobby any facilities, such as a cigar and soft drink stand, which courage loitering.

Determining Need

The need for a new city hall may seem obvious to those who spend their working hours at the ty hall. Ceilings are high; heating costs are twice what they should be; space originally meant for orage has been converted to offices; electrical wiring violates code provisions; and the present cility is just old anyway. All of this – and more besides – may be true, but what is not known is w extensive the need is. This must be determined by careful study. In determining the need for city hall alternate courses of action should be studied.

Factors Influencing Need. Determining the extent of need involves two areas: (1) condition building, and (2) space needs.

The condition of the building is the easiest to evaluate. Things to be considered are type of nstruction, structural condition, electrical wiring, heating and ventilating, and facilities such as st rooms. Nothing may be seriously wrong and a new facility still needed, but it is important to ow these points. Careful and professional review may bring factors to light heretofore not con-dered. A report to the city council on the need for a new city hall in Rockville, Maryland, for ample, lists a number of serious physical conditions that illustrate the importance of this area study. The Rockville city hall is structurally unsound, the age and type of construction of the ilding make it especially vulnerable to fire, lighting and ventilation are poor, the roof leaks, and nitary facilities are inadequate.

At an early stage it is important to have some idea of space needs. This can be determined general terms by having each department submit their space needs for review and study. If de-rtments are already crowded additional space needed now is not hard to estimate. The real prob-m in determining space needs is what will be needed in the future. The building may be adequate w, but will it be in five, 10, 20 years? Few cities decide to build a new city hall and do so almost mediately. Experience seems to indicate that a new city hall is the outgrowth of a number of ars of careful planning and, once built, lasts a long time.

In estimating future needs not only must traditional services such as police and building in-ection be considered but also what future services the city may be required to provide. One of e "do's" is to provide for structural expansion. However, provision for such expansion must be reason, and should be based on projections of future needs. Knowledge of the community and its ople is essential to space planning. City officials should know the population projections for the

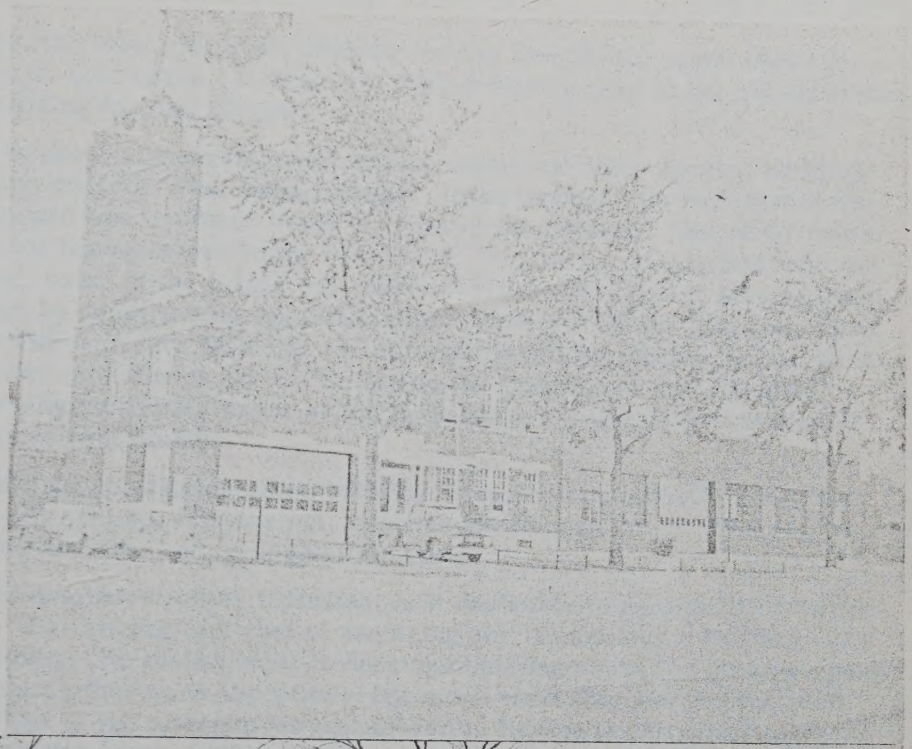


Figure 1 – Remodeled City Hall, Center Line, Michigan. Right-hand picture shows City Hall before remodeling. Bottom picture shows the remodeled building.

next 20 or 25 years, the economic level of the community, and present and probable social and economic characteristics. (The city planning agency can help on this.) The central city in a metropolitan complex will probably be called upon to provide special services to the aged population; the suburban community might well face expanding demands for more recreational and educational facilities. Detailed space planning is discussed further in the section on "Space Requirement Studies."

Alternate Courses of Action. The construction of a new city hall might not be the answer. Thought should be given to alternatives. City officials should be able to explain why construction of a city hall is the best answer to the city's needs for office space. Citizens' groups frequently will ask:

1. Would remodeling including an addition or annex answer the city's needs? Several cities have taken this approach. Center Line, Michigan, remodeled its existing city buildings to provide for a more efficient operation (see Figure 1). Greensboro, North Carolina, remodeled an existing structure as an annex to its existing city hall in 1956 and is planning on remodeling still another structure in 1962 as an additional annex. Seven other cities reported that additions or annexes were added to the existing city hall.

While an addition may solve the space problem, it is not necessarily as economical as starting new from the ground up. If the existing city hall is old, if it requires extensive remodeling, or

...tamping of lighting and heating, the total cost of an addition and the remodeling might equal the ...st of a new building, depending on land costs. Further, no matter what is done to the old structure, ...still may not be an efficient building for city offices.

3. Would it be preferable to erect a separate public safety, water, or other service building, ...by relinquishing space in the city hall for other departments? If the present city hall is structur... ...sound, moving one operation into new quarters might well serve the purpose. One of the "do's" ...put most or all city department headquarters in the city hall." For the small city this rule sel... ...should be violated. However, some of the larger and medium-sized cities find it advantageous ...decentralize certain operations by constructing separate facilities away from the city hall. Such ...cilities are not to be confused with separate buildings for different functions located in a civic or ...governmental administrative center (see discussion of "Selecting the Location of the City Hall" ...item). A detailed discussion of what activities might *not* be included in a city hall is considered ...in the section on "Space Requirement Studies."

3. Would buying and remodeling an existing office building be more economical? Six cities ...this approach, but only one city, Biloxi, Mississippi, is above 25,000 population. One city re... ...ved a donation of a schoolhouse and thus had no acquisition costs.

Very seldom, as the limited number of cities indicates, is it desirable to remodel an existing ...building. It is not always cheap. Per square foot cost of acquiring and remodeling a building often ...approaches the cost of a new building. No matter what is done few buildings built for other purposes ...suitable for city halls. Of course there are exceptions, but more often than not careful study ...will reveal serious drawbacks. One of the alternatives considered in Rockville, Maryland, was the ...use of education building, but studies showed that operating costs (janitorial service, electricity, ...heating) were high and that renovation would run to high as $50,000 or more. Also when a city ...tempts to remodel an existing structure it finds that it either must purchase too much space or ...not enough space.

4. Are city area and population growing at such a rate that a branch or junior city hall is nec... ...sary? This generally applies only to cities of 250,000 or more. Several cities, notably San An... ...nio and Los Angeles, have found it desirable to duplicate certain city hall functions in branch ...offices. Los Angeles in 1961 completed a junior city hall costing over $1 million located 14 miles ...from the city hall. San Antonio operates three area service centers and has long-range plans for ...more. The centers are integrated units of various city services under the supervision of an ...assistant city manager. At present the centers include these services: garbage collection, storm ...drainage and sanitary sewer maintenance, street maintenance, inspectional functions, and public ...health nursing. Citizens also can pay city bills at these centers. Such centers not only bring city ...government closer to the people but can result in more efficient utilization of space at the main ...city hall.

Space Requirement Studies

Activities Housed in the City Hall. The size of the building and its interior depend primarily ...on the activities it houses. One of the first considerations in determining space needs is a decision ...which departments to house in the city hall. Most offices should be located in the city hall, but ...both types of activities, such as public works shops, garages, libraries (except in the small city), ...hospitals, generally should not be in the city hall. In most cases, however, administrative and ...clerical offices for these departments should be housed in the city hall. Engineering, inspection, ...general and utility accounting and billing activities certainly could be housed in the city hall.

The larger city might well find it advantageous to locate certain functions in quarters other ...than city hall. The most frequently found functions located away from city hall (except maintenance ...shops and storage yards) are the police and fire departments. Public safety buildings are not un... ...common. Police operations when combined in the city hall should be physically separated from ...other functions. The general public should not come into contact with prisoners being booked, taken ...to court, and so on. Thus it is not imperative that such a location be in the city hall. Medium-sized ...and small cities may find it advantageous to locate the administrative offices of the fire department ...in the central fire station. In a city with one to three fire stations, for example, the fire chief and ...his immediate assistants need to be in closer contact with day-in-day-out operations.

The administrative and clerical functions of certain city enterprises, such as airports, water, cemeteries, and hospitals, might well be located where the center of activity for the function is. Some cases are clearer than others. For instance, it would be absurd for the hospital administrator to be located in the city hall, but it is often wise to locate the clerical and administrative functions of the water works in the city hall, certainly billing and collection. On the other hand, if a city is in need of new water works facilities, such as an expanded filtration plant, the administrative offices might well be included in the new facility except for bill collection. This would release city hall space and in most cases not place an undue burden upon the public. Public contact with utility operations, except for paying bills, is usually over the phone and through field contact service crews and representatives.

Local conditions will largely dictate the exceptions to the rule that all administrative offices should be located in the city hall. Exclusion of a function should be done under several situations. First, when it does not inconvenience the public or in fact may be more convenient for the public. An example is the hospital administrator's office. Second, if the function interferes with the efficient operation of other functions located in city hall. An example is the police department and courts when not placed in separate areas of the city hall. Third, if exclusion improves the efficiency of administration. An example is the fire chief's office in small or medium-sized cities.

Housing Other Agencies. Provision of space for other governmental agencies depends upon the local situation. If no other office space is available, it may be well for such agencies to have office space in the city hall. A number of cities and counties occupy a building constructed to serve both governmental units. On the other hand, problems can arise from such a policy. Except in the case of a planned city-county building, the city should make it clear that space being used by other governmental agencies must be vacated after reasonable notice if the city needs the space or if the other governmental operation is not compatible with city activities.

The use of city hall by quasi-public and civic groups also raises problems, including maintenance, provision for extra parking space, provision for public toilets, and control of improper conduct. Only nine cities reported that office space was provided for such organizations. The question as to which agencies will be housed in the city hall may lead to political squabbles and considerable local controversy, especially when several worthy organizations need space. Nine cities indicated that the following types of organizations received space: Red Cross, community chest, chamber of commerce, a local commission for the blind, guidance clinics such as are provided by Family Service, and the local bar association library. One city indicated that the local press was given space. It is known that several other large cities provide what is termed a "press room." Besides the nine cities reporting that office space is provided to civic organizations, 14 cities allow such groups to use the city council chamber when it is vacant and the use does not interfere with city business. Lakewood, Ohio, provides meeting room facilities on a cost rental basis. Cabinet storage space is provided to some civic organizations using the meeting rooms.

Space Studies. Planning detailed space utilization is one of the most significant parts of planning the construction of a city hall. Over 90 per cent of the cities reporting on their new city halls indicated that space utilization was carefully planned before design. About 30 per cent of the cities consulted with an architect during the space planning period. The most frequent method was for city officials to develop the space needs. Usually the city manager, city planner, or city engineer was primarily responsible for the completion of space needs.

An outside consultant is sometimes advisable when planning space utilization. The fee for his services will be more than recovered through future use of the building. Space planning should be completed prior to the retention of an architect, or immediately following his retention. The design of the building by the architect should rest on the findings of the space survey. The consultant on space planning will not work in isolation – he will need the help and the advice of department heads and supervisors in conducting his survey. Studies made by the New Jersey Department of Labor and Industry and the city of Modesto, California, illustrate clearly some of the techniques used.

1. New Jersey Department of Labor and Industry. The New Jersey Department of Labor and Industry employed 1,300 people who were housed in 10 different buildings. A consultant was retained to conduct studies that would result in the most compact building consistent with the department's long-range needs. It was realized that before an architect could design a building, all

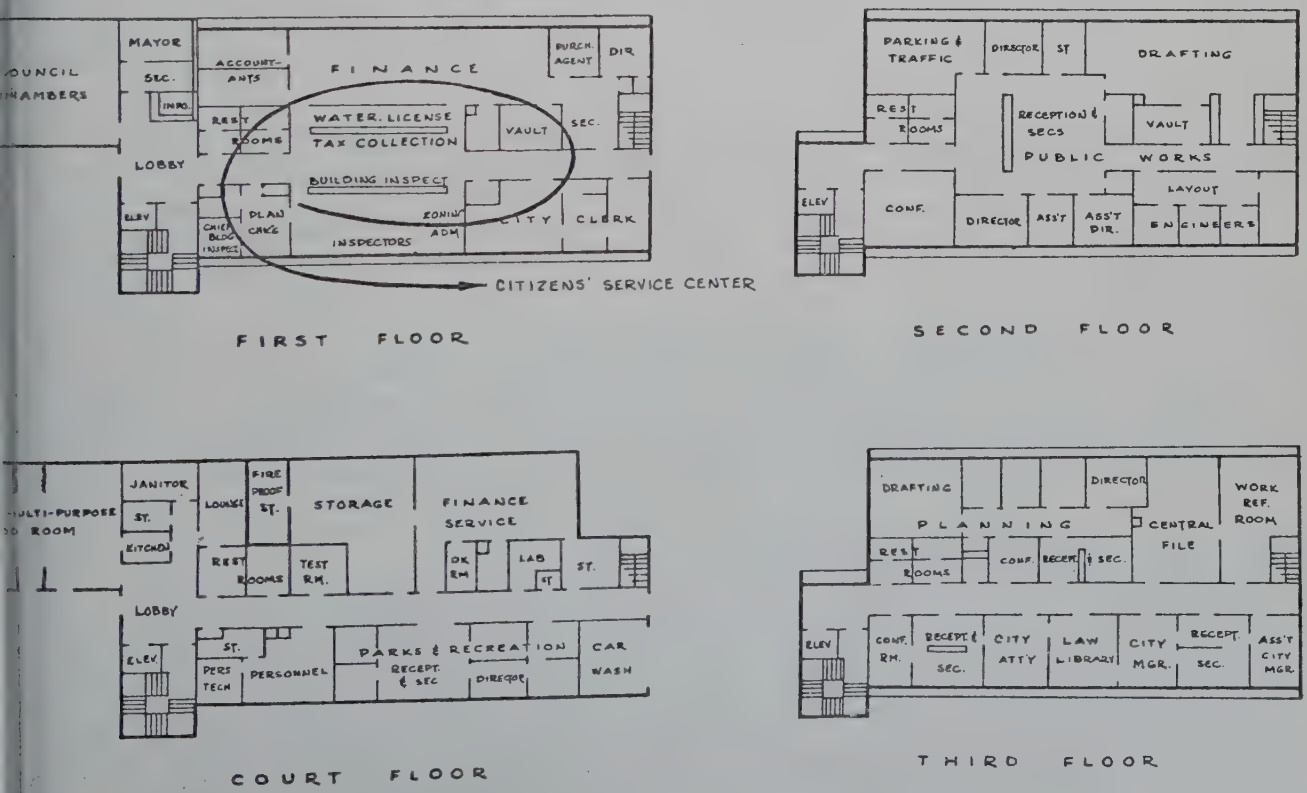
partmental functions had to be analyzed as to work procedures. A building should be designed om the inside out so that work flow and convenient arrangement control the design rather than rict adherence to an architectural style.

The consultant considered the space needs of the department for a five-year period and a 10-ar period. An analysis of the factors that would affect the work load of the department for the suing 15, 20, and 25 years also was made. These projections were developed by an analysis of isting conditions, exploratory discussions of requirements with supervisory personnel, and ex-ination of the effect that anticipated legislative changes would have on the central office. The tial step involved the preparation of diagrammed layouts of all existing department space. On e layouts were recorded in detail the personnel and equipment of each unit. Survey questionnaires e completed by all bureau chiefs detailing their individual functions as well as their relationship other units.

2. Modesto, California. Ross Miller, city manager, described the procedure in determining ace requirements in a letter to MIS:

> In computing our space requirements we considered what would serve our city at the time the studies gan, when it had reached a population of 50,000 to 60,000, and finally at a population of 90,000 to 100,000. e had about 31,000 population in 1955 and are about 40,000 now.) It had previously been determined that the y hall should be constructed to serve a population of 50,000 to 60,000, with design and construction features t would permit expansion to serve a larger future population.
>
> Each department and division analyzed in detail its need for personnel, space, and equipment, and then we ghed and adjusted these in the light of recognized standards of work space needed for specific uses. (We ded these standards from various technical publications — primarily architectural.) Finally, we reviewed irable proximity relationships between departments and the degree of public contact in each office. (This ped us develop our main floor "Citizens' Service Center," which centralizes the city services prompting st personal visits to the city hall.)

Figure 2 shows the floor plan of the new Modesto city hall. Appendix B shows some of the ic forms and reports that were used in making the space study.



. T. Pflueger, Architect

Figure 2 — Floor Plans of Modesto, California, City Hall

Selecting an Architect

Direct Selection. Direct appointment of an architect after inquiring into his training, background, and experience, is the most common method of selection. Rules of the American Institute of Architects specifically prohibit members from taking part in competitive bidding on professional fees. As an aid to selection, several architects may be invited to submit statements of their training and qualifications including a list and photographs of city halls and related public buildings which they have designed. References from those for whom the architect has designed buildings also should be requested. Actual selection should rest upon: (1) actual experience in designing and erecting large buildings; (2) evidence of technical knowledge necessary; (3) evidence of executive ability and force to compel performance of contracts; and (4) honesty and integrity.

Grand Rapids, Michigan, in selecting an architect for the design of a fire station developed criteria that can serve as a guide for any city. Architects were evaluated as follows: First, the work load of the architect was evaluated. No city wants to hire an architect who is so busy that its project will receive low priority. It is well to consider when an architect can begin a job and how his present work load might affect the speed with which he can complete it. Second, consideration was given to the personnel of an architect's office in relation to his work load. The third factor was the availability of the time of the principal for work on the project. Grand Rapids used this item to eliminate the very large firms because it felt it placed enough business with such firms, and the fire station project was small enough for a number of architects to be able to do the job satisfactorily. The fourth factor was the experience of the architect in the design of public buildings. Of course this is a very important factor. Grand Rapids felt that designing a public building was different for a number of reasons. There are problems in satisfying elected officials and in dealing primarily with administrative personnel responsible to the elected officials. The natural pressures brought to bear on any project might be upsetting to an architect who has not had experience in designing public buildings. Finally, the architect was asked to give some indication of how he planned to approach the assignment so that it would be expedited.

These criteria were outlined in a letter of invitation to local architects. The letter also stated what fee schedule would be used for payment of architectural service. This is important to avoid the impression that city is soliciting bids. Twelve architects responded to the letter of invitation. The list was narrowed down to four. The four "finalists" were interviewed and rated according to the above criteria.

Architectural Competition. Selection by architectural competition is another method which may be used. Successful competitions have been held in Canada, England, and Scandinavia, but the United States record of competitions is sparse and uneven. The American Institute of Architects define a competition as "... when two or more architects, at substantially the same time, and under substantially the same conditions, and with knowledge, comply with an owner's request to submit designs for his building requirements."

The American Institute of Architects has published a *Code for Architectural Competitions* outlining under what conditions architects should participate. The code is designed to insure fair conduct of the competition and equitable relations between owner and competitors. The code basically requires three conditions. First, a professional advisor must be appointed. Second, the jury should consist of a majority of architects. Third, the winner should receive the contract for the project, and the contract should be in accord with the standards of practice of the American Institute of Architects.

The greatest disadvantage to selection by competition is the financial loss to the unsuccessful competitors. Elizabeth Thompson, editor of the western section of *Architectural Record* reported in April, 1961 on the cost of two competitions. In one, a large western redevelopment project, the proposals submitted by competitors had cost their sponsors an average of $50,000 each. In the other, finalists found that participation in competition for a $2 million building had cost each competitor approximately $10,000 to prepare the required drawings and model. Since costs are high the reward for winning must be great.

The great advantage of selecting an architect by competition is because it gives unknown architects a better chance to be considered and because designs submitted frequently are carefully

onsidered and show a high degree of originality. The city of Eugene, Oregon, selected an architect o design its city hall by competition. The results were highly satisfactory to the city. Walter ordon, dean of the school of architecture, University of Oregon, served as professional advisor to e city on the competition. He stated in a letter to MIS: "I am certain that we obtained a more naginative, more carefully studied design as a result of this method than would have been the case the architect had been directly selected. I think it is also clear that a great deal of public interest as aroused and that the attractive renderings and model helped insure the voters' approval of a ubstantial bond issue to finance construction."

Eugene conducted its contest in two stages. The preliminary competition included the submission of a small model and preliminary drawings. The final competition included more detailed and laborate drawings and a larger model. The four finalists each received a $2,000 prize, and the inner received a prize of $2,500 in addition to the design contract. The award jury consisted of ree out-of-state architects, the mayor, and a city councilman.

Contract Agreement. After selection, a formal written agreement should be made with the rchitect. Included in such an agreement would be a statement as to services to be performed, es to be paid, special state and local building regulations, ownership of drawings, and the employment and method of payment of engineers and other consulting specialists.

The full professional services of the architect includes all or most of the following: (1) making preliminary studies of the problem with the results expressed in a written report or in sketches; 2) preparing working drawings, specifications, and detail drawings; (3) drafting forms of proposals nd contracts, issuing certificates of payment, and keeping accounts; and (4) supervising the actual onstruction. A percentage of the construction cost and a fee-plus-cost plan are the two principal ethods of payment to the architect. As a general guide, local chapters of the AIA have schedules f fees based on a percentage of the construction costs by size and type of building.

Complete architectural services usually cannot be expected for fees lower than those suggested by the AIA; they range from 6 to 10 per cent. Under the fee-plus-cost system the architect eceives a stated amount for his work and is reimbursed for traveling expenses, amounts paid to ngineers, and drafting and overhead expenses. More detailed information concerning both of these ethods of payment, standard forms of agreement between the architect and the owner, suggestions n letting the contract for the building, and the conduct of architectural competition will be found in he *Handbook of Architectural Practice* (American Institute of Architects, 1741 New York Avenue, .W., Washington 6, D.C., 1951. $4).

Selecting the Location of the City Hall

Civic Centers. In selecting the location for a city hall, the first consideration is whether it hould be placed on a site by itself or whether it should be combined with a group of related buildngs in a civic center. The civic center has had great appeal to the city planner because it offers ertain advantages and at the same time provides for latitude in design. The buildings that are included in civic centers range from a grouping of strictly administrative office and service buildings o a complex of office buildings, auditoriums, libraries, and so on. Nineteen cities indicated that heir city hall was located in a civic center (see Appendix A).

The great advantage of a civic center is that the grouping of public buildings may prove to be onvenient to the public in transacting business that requires visits to more than one public agency. t also may result in one or more governmental units being able to use the facilities of the other. inally, it often is convenient to have certain facilities grouped together in order to expedite interagency and governmental relations.

Obviously if a city hall is to be part of a civic center, it must be planned in relation to the ther facilities. For instance, the San Jose, California, city hall is part of a civic center consisting f a health building, communications building, police garage, county office building, sheriff's department and jail, criminal-legal building, and a juvenile center. Some of the facilities, such as he administrative offices in the health building, did not have to be repeated in the city hall (see igure 3).

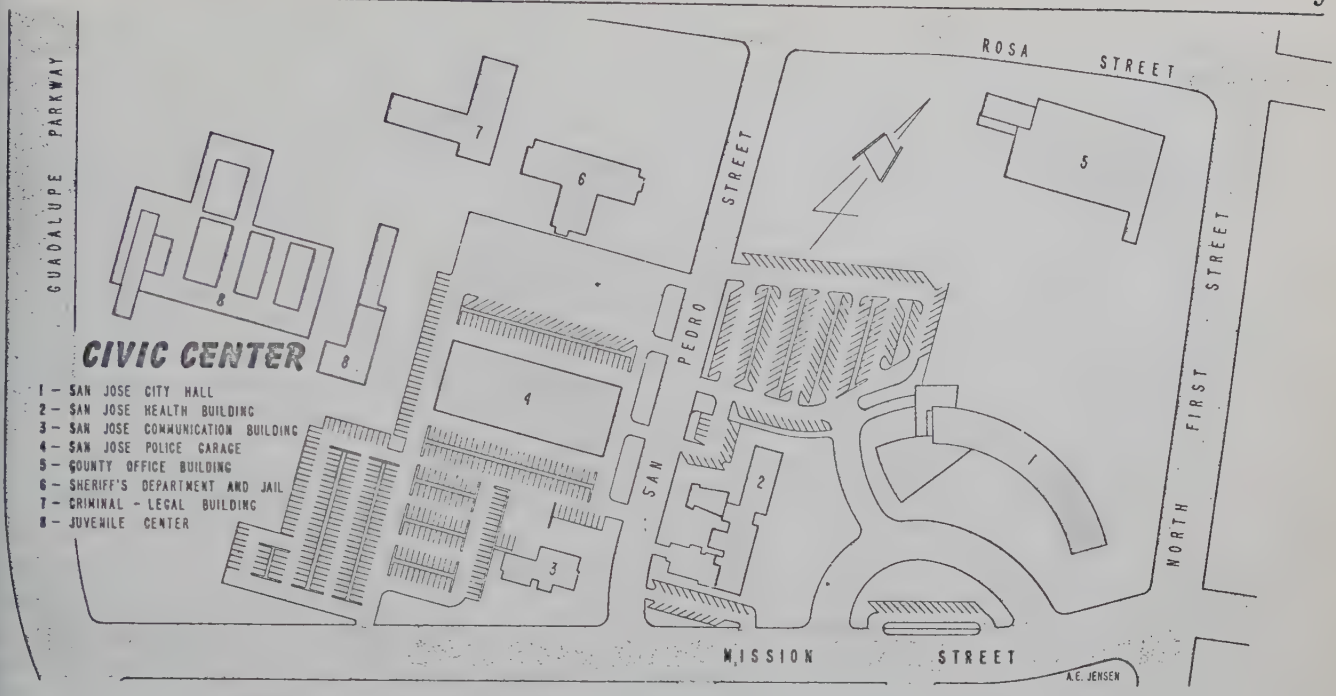


Figure 3 – San Jose, California, Civic Center

Site selection for a civic center must consider the factors listed below for locating a city hall. In addition several other points are important. The site for a civic center must permit flexibility in building arrangement. Since more land is necessary, street patterns may have to be altered, and additional land will be needed for parking. Once the site has been selected means must be found to preserve it for gradual development of all the units. Also the site must be located so as not to interfere with the normal development of the business district.

On the surface the civic center idea has great appeal. There are those who feel that center concept has limitations. An article by Richard A. Miller entitled "Are Civic Centers Obsolete?", *Architectural Forum*, January, 1959, highlights these objections. Miller points out that cities range in size "from mammoth concentrations" to small cities. "As a rule, the concentration of community buildings can be increased in inverse ratio to the size of the city." One of the strong points made in the article relates to the discussion above on decentralization of city offices:

> Government buildings – the city hall, fire station, and police stations – which were long the nucleus of most civic centers, tend themselves to be dispersed today. The reason is obvious. Fire and police buildings, for example, are best located at a central point in the street network, and with the building of expressways, this point rarely intersects with the best location for the mayor's office or the council chamber. Service agencies (such as the water and park departments) increasingly favor headquarters locations adjacent to their operating facilities. In Philadelphia, where two new government office-type buildings will be erected, the city also plans to remodel and expand the old city hall in Penn Center to house the mayor and the council – thus retaining a symbolic center of government in the heart of the city.

City-County Building. The county-seat city should investigage the possibility of constructing one building to serve the needs of both the city and the county. At least 40 cities and counties occupy the same buidling. Since 1955 cities that have joined with the county to construct an office building are El Paso, Texas; Madison, Wisconsin; Tacoma, Washington; Concord, California; and Mount Lebanon, Pennsylvania.

The city-county building has two major advantages. First, local governmental facilities are together which is frequently a convenience to the public and to city and county agencies that have contact with each other. The second advantage is cost savings. Depending on conditions a joint building can be constructed for less money than two separate facilities when all costs are considered: land, engineering and architectural fees, financing charges, and so on. Joint occupancy can result in operating savings. Tacoma estimates savings of slightly over $40,000 a year by the use of joint facilities such as records storage, janitorial services, and utility costs.

The majority of cities that occupy office space with the county feel that the arrangement is y satisfactory. The most often stated disadvantage is lack of room for expansion. A joint city-nty building must be carefully planned so that both governmental units have area to expand in. ity and a county have different as well as similar needs. When the differences are too great a y-county building can cause problems. The other drawback is that expenses and responsibilities operating the building are not always distributed equitably. It is thus extremely important that agreement for building operation and maintenance be worked out in advance of construction.

Location. The selection of a site for a city hall will be influenced by a number of circum-nces. Some of these conditions are limiting in nature, such as the availability of land. There , however, certain guiding principles that should be considered. When Tacoma and Pierce County ided to build a city-county building the planning commissions of each governmental unit jointly eloped a set of location factors. The six applicable principles for a city hall location are as ows:

1. "Government must serve and be accessible to the people..." Efficiency of service is re-d to how convenient governmental facilities are for the majority of those citizens using the ility.

2. "Since public services must serve every citizen as well as, and as conveniently as possible, se activities must be located near the center of transportation and the center of business activity." he large city public transportation comes to a head in the central business district. Major ar-ial streets are planned to bring people in and out of the city center. In most cases the city hall uld be located near public transportation, if any, and certainly near major arterial streets.

The city hall should be near the center of business activity because this is where the principal rs of the facility are most frequently located. As an example attorneys frequently must use rec-s that are housed in city hall. A city should determine what groups most often come to city hall, place the facility as close to those groups as possible.

3. "Government offices must have integration with, not isolation from, other offices in order erve the public efficiently and effectively." City government agencies use the services of pro-sional men and other businesses. Locating the city hall near the center of business activity helps edite the work of the agencies located in city hall.

4. "Maximum use of transit systems will result in the least public parking areas and cause least congestion on city streets." Obviously this applies only to the city having some form of dic transit. People travel either by walking, car, taxi, or public transit. If the city hall is readily essible to automobiles only, parking requirements would increase in direct ratio to the increased of the car. For the city that does not have transit systems, location in the center area of the may help to reduce parking requirements. People come to the city center to do a variety of gs; frequently they park and walk between different places of business.

5. "The central business district is the real civic center of the 20th century." A lot has been d about the deteriorating central business district. The impression has been given that the cen-city is drying up; that everything is moving out. Thus why not the city hall. In the first place e is good reason to believe that the moving out has largely been the retail store, and to a lesser nt the office building. Secondly, in the large city, the concentration of people makes it possible certain types of business, including retail, to operate more efficiently; in the small city the gen-l business area is staying intact for the same reason. A city cannot afford to allow the central ness district to dry up because of the investment it represents. The proper placement of the hall in the central business district can contribute to the life of this area. Fifty-nine cities ed in Appendix A placed their city hall on the fringe of the central business district; 35 in the t of the central business district; and 10 in other locations.

6. "More than the initial land cost must be included under the economic considerations of the ..." The site should allow for expansion. Site development cost must be considered. These ex-ditures include demolition of existing structures, if any, grading, utilities, and flood protection.

Application of Principles. There are situations that limit where the city hall is to be placed. st, a surprising number of cities reported that the city owned the land that the city hall was

placed on. For instance, Waterloo, Iowa, reported that the site was a city-owned parking lot before the city hall was constructed. If a city owns land that is at all centrally located, practicality often dictates the use of this land even though it might not be ideally located.

Conversely, there may be local conditions that provide an obviously ideal site. Deerfield, Illinois, constructed a new city hall in 1956 on a site that was centrally located, and next to a church parking lot and city park. The city park provided an attractive setting for the city hall. The city and church share the parking lot facilities.

Residential communities without any center of business may well decide to locate at the geographical center, somewhere on a main artery, or near scenic lands. Grosse Pointe Woods, Michigan (Detroit suburb), located its new city hall on a 30-acre wooded park in the southwest corner of the village. Grosse Pointe Woods selected this site because "it had the character deemed necessary, location was acceptable, and the acreage was available for purchase in 1945."

Layout, Design, and Construction Features

General Building Layout. Building arrangement is the next step in planning a city hall. It is helpful as a starting point to use the following checklist of departments, offices, special-purpose rooms, and service areas in analyzing interior building requirements:

1. Departments requiring constant contact with the general public and the collection or payment of money — for example, the finance department and tax collector.

2. Departments requiring contact with special classes of the public — for example, city-owned utilities, building permits, personnel, city planning, and city clerk.

3. Other departments including public works, recreation, police, fire, etc.

4. City council chamber and office space for use by the mayor and councilmen.

5. Offices for the chief administrator.

6. Court rooms.

7. Storage vaults and record rooms.

8. Locker rooms, rest rooms, janitor closets, public telephones, and space for heating, ventilating, plumbing, and electrical equipment.

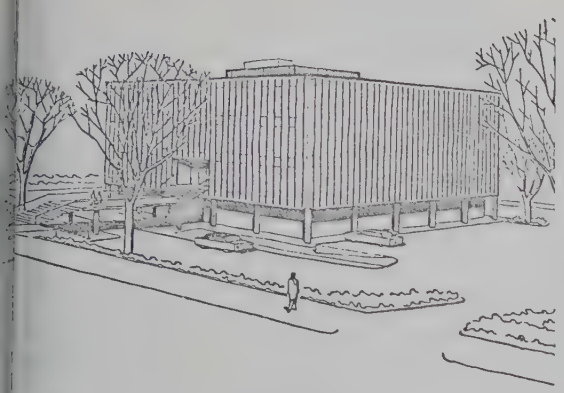
9. "Circulating areas" for lobbies, corridors, elevators, and stairways.

The relationship of one room or functional area to another is important. No room exists by itself, and many of the problems of living in a building arise from the neglect of this fact. Departments related in function should be located near one another and consecutive operations planned in production-line style. Excessive lobbies and hall space add to the cost of construction without adding usable space.

The height of the building will depend upon the amount of ground available and the amount of office space needed. Land generally is cheaper than additional height. Taller buildings are more difficult to maintain and require more planning of the interior to get related functions on adjacent floors. Also any city building of more than two floors should have an elevator, especially if the public has any great use of the top floor. Only one city under 100,000 population listed in Appendix A constructed a city hall over three stories in height. Only 28 cities reported constructing city halls over three stories, and 21 of the 28 included at least one elevator in the city hall (see Appendix A).

Provision for a full basement housing general offices is not often made in new city office buildings. Most professional organizations advise against locating general offices in the basement. The basement can be used for storage and service activities such as duplicating, receiving and shipping rooms, heating and air conditioning equipment, and central switchboard.

Departmental Layout. Departmental layout will depend on the activities carried on by the department and the tools or special equipment used. For example, a finance department layout



Milton Small, Architect

Figure 4 — Raleigh, North Carolina

may require an open area for accounting clerks and collectors with one or two private offices, a machine room, and a vault. The public works department, on the other hand, may require private offices for the director, the engineer, and individual inspectors, a drafting room, a vault, a plan or map room, and conference rooms.

The first step in departmental layout is to survey the work done by the department. Work flow should be especially studied. A complete list should be made of all employees and equipment to occupy the space. The possibility of future expansion should be anticipated and provision made for additional personnel. Provision also should be made for peak rather than average work loads. Flow of work should, nearly as practicable, be in a straight line. Normally, work should come to the employees rather an their going to the work. Minor activities can be grouped around areas of major activity.

A rough layout of the space should then be prepared. All windows, doors, support columns, d other construction features should be included. A scale of one-eighth inch to one foot is prefer- le. Templates of equipment should be made to scale to go in the space. Include all desks, files, iairs, typewriters, and other office machines. The finished layout should show the location of ch piece of equipment and connections for electrical outlets and telephones. Partitions should en be drawn and private offices planned.

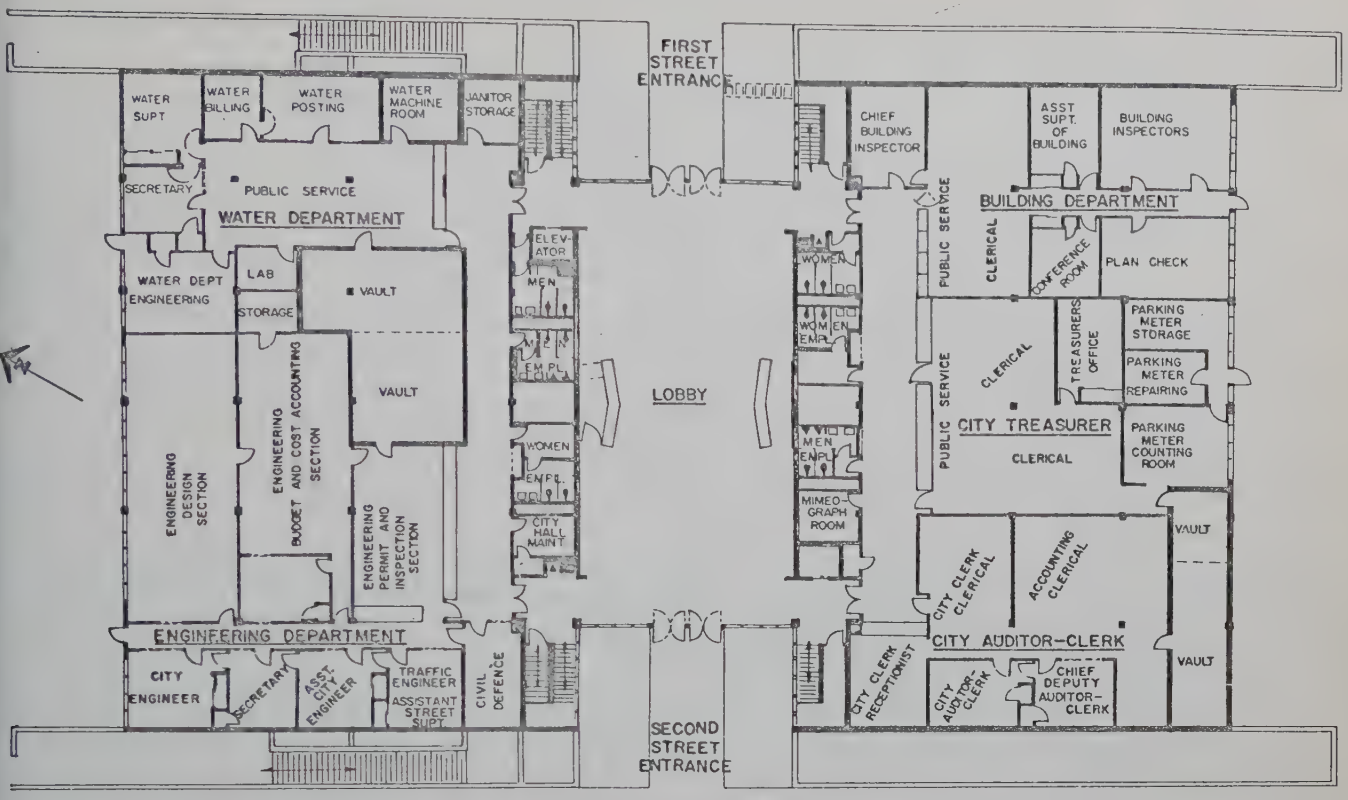
In any given department all employees should face in the same direction with the natural light oming over the left shoulder or from the back. Where employees are placed back to back, it is ell to leave at least four feet between chairs. Office machinery should be spaced similarly. isles should be from five to eight feet for circulating aisles and three to five for less important nes. Desks should be at least 18 inches apart with a three-foot aisle behind them. Desks of super- sors should be placed where they can maintain adequate supervision over their departments.

As a general rule the activities which have the most contact with the public should be located h the lower floors. Notice the "Citizens Service Center" on the first floor of the Modesto, Califor- ia, city hall (Figure 2). The city clerk and treasurer's office is located near the pedestrian bridge ntrance at the second level of the Raleigh city hall. (See Figure 4 for an architectural drawing of ne pedestrian bridge entrance and Appendix C for a floor plan of the Raleigh city hall.) Sixty-four ut of the 104 cities reporting to MIS constructed city halls of two stories or more. Of this number, 6 cities placed the offices for paying tax and utility bills on the first floor, and 36 cities placed the ffices for issuing licenses and permits on the first floor.

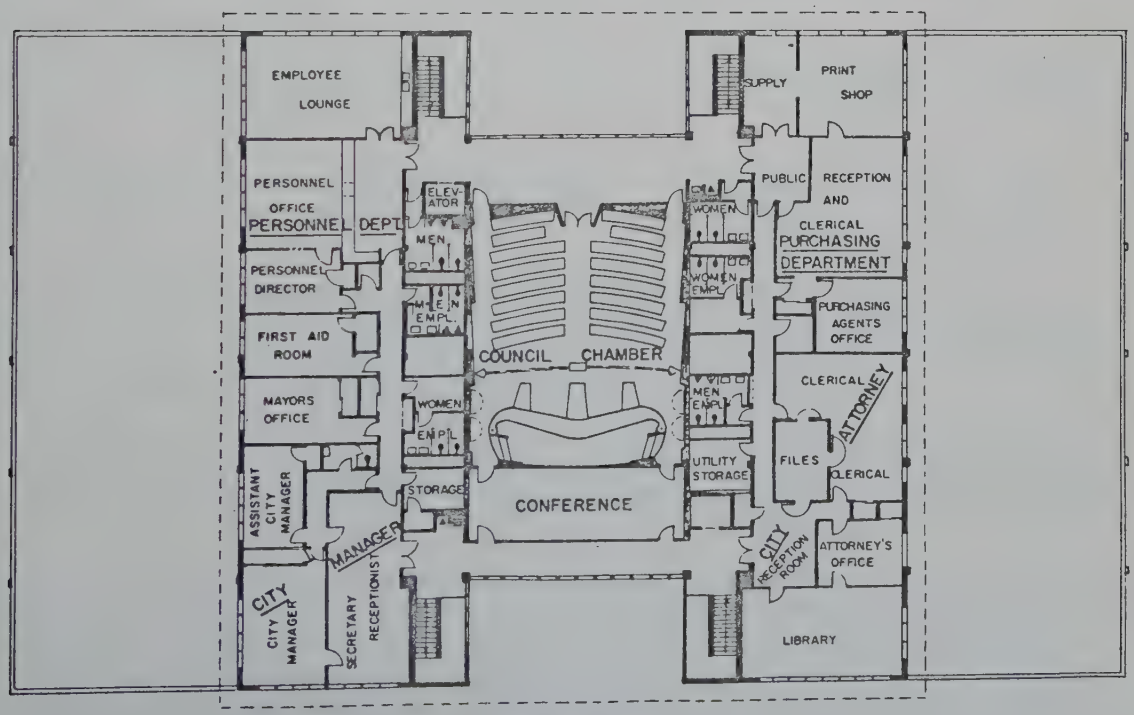
Private Offices. A major factor in the determination of space needs is the question of who hould get private offices and under what circumstances. More space is required for private offices; pace utilization is restricted through segregation of areas for private offices; and considerable xpense is involved in rearranging and re-erecting partitions. Ventilation, lighting, and heating roblems are complicated by a number of small offices; supervision and coordination of work, flow f work, and communications are made more difficult. An open, well-arranged office has a more rderly and business-like appearance than a series of small offices. The argument against indis- riminate use of private offices is summed up by Henry E. and Mary Cushing Niles in their book *he Office Supervisor* (New York: John Wiley and Sons, Inc., 2nd ed., 1942), pp. 191-92:

> It is unfortunate that private office space has become a symbol of rank and importance to many supervi- ors, since it interferes with communication between the supervisor and supervised. The barrier is subtle but is there adding feet to the distance to be walked, a partition which obscures a clear view of the department, a sychological obstruction to frankness and easy contact.

Certain conditions justify private offices. First, transactions of a confidential nature require rivate facilities. General conference rooms, however, where confidential meetings may be held s occasion demands may reduce the need for private offices. Second, privacy is often desirable



FIRST FLOOR PLAN



SECOND FLOOR PLAN

Figure 5 — Floor Plans of Alhambra, California, City Hall

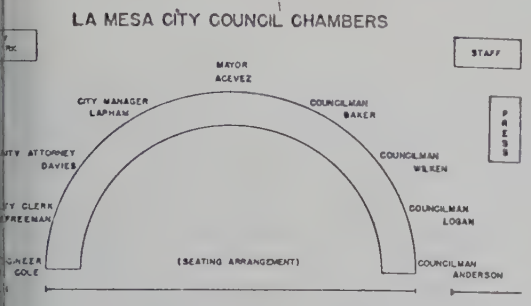


Figure 6 — City Council Seating Arrangement, La Mesa, California

not so much because of the confidential nature of the work, but because of the number of persons interviewed or because the work is of an independent nature which requires more quiet and privacy than the open office will allow. There is little agreement among the cities surveyed as to who should have private offices except for the chief administrative officer and department heads.

Chief Administrator's Office. The location of the chief administrator's office is important to good public relations. It should be located so as to give the impression of being easily reached and open to any caller, but it should not be too prominent. The second floor ordinarily is a good location since some t must be expended to visit it, and the casual or merely curious individual is less likely to de.

A first-floor location, however, can be just as good if callers are properly screened by a sec- y or receptionist. It has the additional advantage of being close to the offices most frequented e public. In the 64 cities surveyed with a city hall of two or more stories, the chief adminis- r is located on the first floor in 37 cities and on the second floor in 20 cities. He is located on nird or higher floor in seven cities. Of interest to council-manager cities is the fact that the r has an office in 39 out of 76 cities which in the majority of cases is located very close to the manager's office. See the second floor plan of the Alhambra, California, city hall, Figure 5, typical executive layout.

The administrator's office should be large enough for meetings of department heads unless a erence room adjoins his office. A conference table that will accommodate up to 12 people is able. Space should be provided adjacent to the administrator's office for a secretary and one ore assistants, depending upon the size of the city. The secretary's office would also serve as eption room for people who call on the administrator.

Council Members. The council meeting room should be carefully planned if full use is to be of it. Location of the council chamber is important because of the public nature of the business acted there. Most of the cities with multistoried buildings have located the council room on the or second floor.

The offices located near or around the council chamber are usually those of the city clerk, ttorney, and city manager. Small meeting rooms and an office for the mayor and councilmen be located near by.

In most cities surveyed, councilmen sit at separate desks or at a semicircular table, the open f which faces the citizens. In only a few cities do the councilmen have their backs to the public. mayor usually sits in the center flanked by the manager, clerk, and attorney. The council table is put on a dias 18 inches or two feet above the main floor (see Figure 6).

It is well to plan the council chamber so that it also can be used for other purposes. In many s it is used as a general court room for public hearings held by city agencies, as a meeting for the city planning or zoning commission, for general conferences, and as a public meeting .

Finance Activities. The collection activities of the finance department have more contact with ublic than any other municipal activity with the possible exception of the police and building rtments. A prominent location near the front entrance is therefore desirable (see Figure 7). dance of cubbyholes for separate functions and provision for a large work area enhance the arance of the building and give the impression of a well-planned and efficient layout. Collection ions should be located near the public counter with billing, assessing, accounting, budgeting, urchasing at a greater distance. These activities should be so grouped and arranged that the rvisor can observe the work of all his employees. A drive-in collection window should be pro- l where possible.

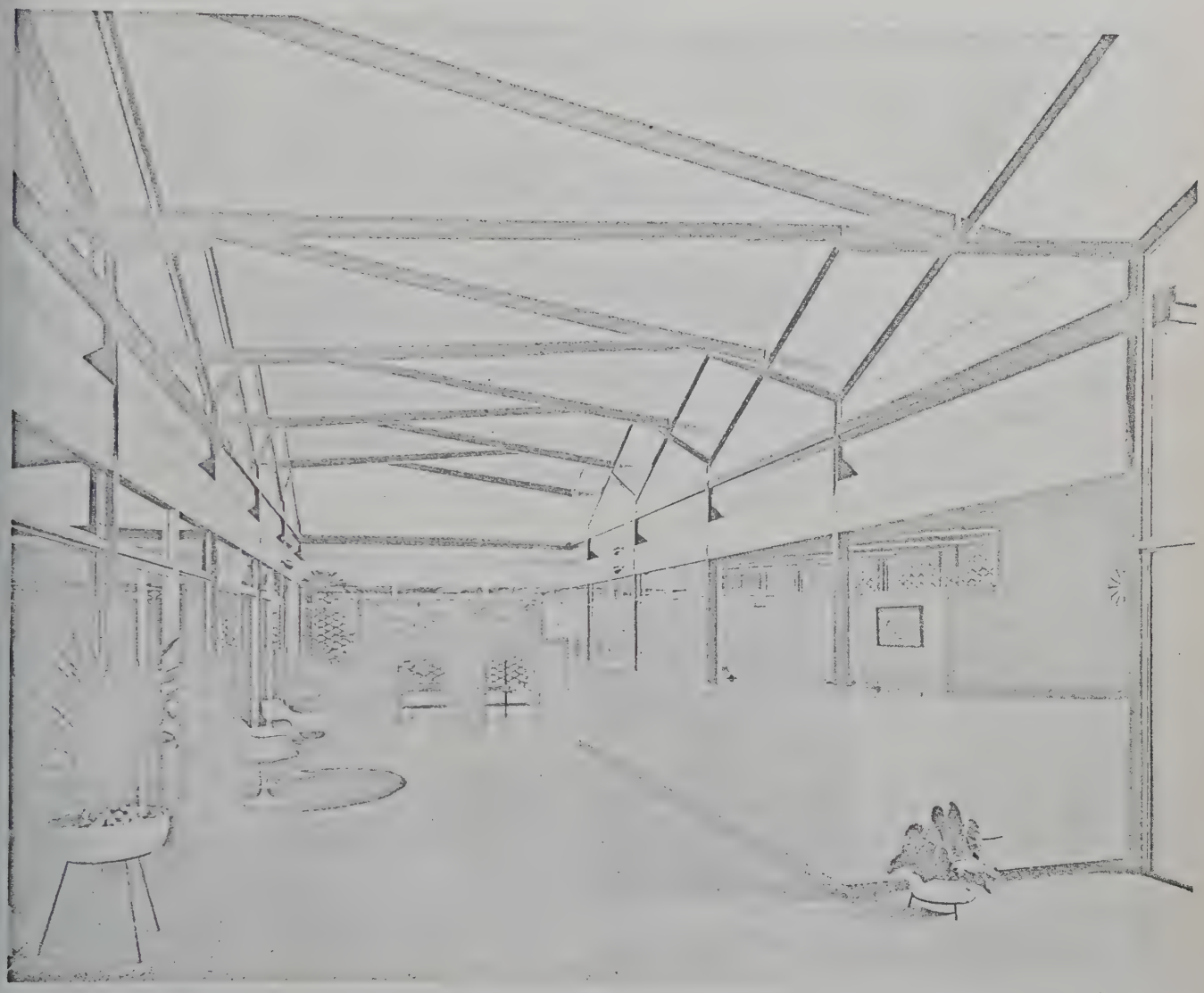


Photo by Wm. Amick

Figure 7 — St. Petersburg, Florida, City Hall Cashier Station

A separate, sound-proofed machine room should be provided where machines are used in accounting or billing. Acoustical ceilings and walls, thermopane glass partitions, and carpeted floors will absorb much of the machine noise and make for more efficient working conditions in the general office. A vault for safekeeping of records should be provided unless one is provided near by in the city clerk's office.

Police Department. The police department is singled out for discussion because of the special facilities it needs other than regular office space. As noted the police department is frequently not included in the city hall. When it is, however, it should be basically separate from other city hall activities, and public and criminal activities should be separated.

The extent of facilities will depend largely on the size of the community and the size of the department. The Bureau of Governmental Research and Services, University of Washington, in its report, *Police Stations – Planning and Specifications*, discusses requirements for police stations in communities of 3,500 to 150,000 population and gives sample floor plans for each population group. The publication would be helpful to anyone planning a police station.

In planning police station facilities several basic needs should be considered by all cities. Jail cells should be away from public areas. Prisoner retention for any period requires toilets,

chen facilities, and separation of men and women prisoners. Because of the expense of cell cks, the possibility of using county jail facilities should be investigated. Many communities con- ct with the county for prisoner care. This may be impractical for very large cities, but cities to 100,000 certainly can effectively use this method of reducing police station cost. If county ilities are used, it is then necessary only to provide a retention room or rooms with toilet facili- s. Such rooms do not need to be regular cells.

The communications center should be isolated from the general public and other work areas. wever, in smaller communities where it is necessary for communications personnel to act as ceptionists this is not possible. In such a case the communications section might be located in lass enclosure with a sliding panel.

Fingerprinting, photographic, identification, and booking areas should be located together, al- ugh not necessarily in the same room. Where possible a separate prisoner entrance leading di- tly into the area for booking should be provided. The essential element is to provide a continuous ocess of booking, fingerprinting, photographing, and identifying of prisoners in the same area of building. Where possible, it is desirable to have the area near the jail or retention area.

Provide plenty of space for storage. Firearms and other equipment should be stored in locked inets. Room for confiscated, lost, and abandoned articles is necessary if such items are to be t properly.

When patrolmen change shifts on beats it is not necessary to have a large assembly room, but s desirable to provide space for officers to fill out reports. In large departments the detective ce will need a separate room with "line-up" facilities.

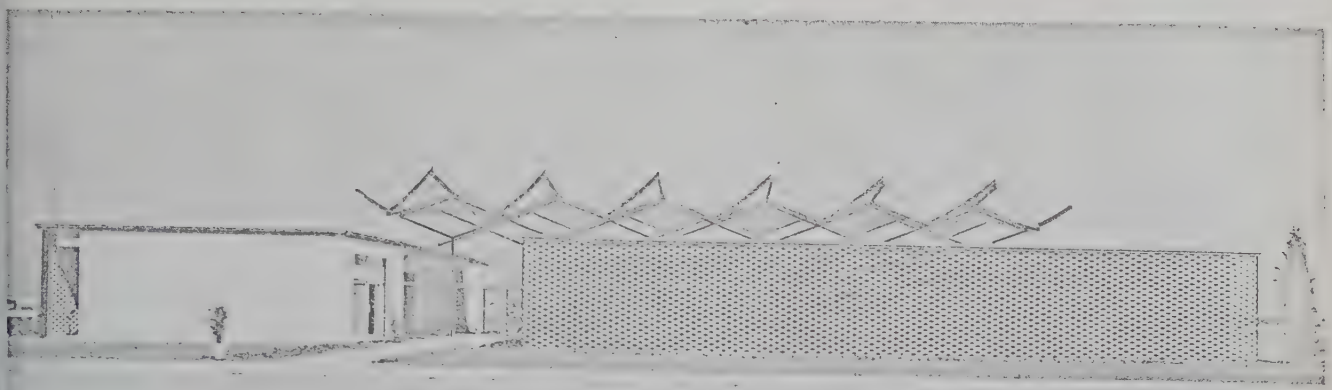
In the very large departments separate rooms for interrogating prisoners are necessary. In medium-sized department, the detective squad room can be used for interrogation. A separate m for the use of prisoners and their attorneys or visitors is important when the station has facil- s for housing prisoners. Finally the large city should have a courtroom near the jail or detention ilities of the police department.

The police department facilities of the Raleigh city hall are well planned (Appendix C). Sepa- ion is achieved by having the police department on ground level except for the detective bureau. e detective bureau is reached by a stairwell located so that the general public would not have use it. Notice that the traffic violations division is on the second level right across from the city rk and treasurer's office. This places money collecting in one area and very convenient to the lic. The municipal court is off the lobby on the ground level and next to the male and female kups.

Design of the City Hall. The city hall is essentially an office building, not a monument or an nament. The building should be so designed as to be economical in construction and maintenance. ue long-range economy is achieved by a judicious balance between original cost and maintenance st. A building with cheap materials and equipment for the sake of low first cost may be quite pensive in maintenance and replacement.

Even though the city hall should be basically functional and not a monument, originality in de- n is not precluded. Modern building materials of brick, concrete block, aluminum, and glass n be combined into attractive looking buildings. The St. Petersburg, Florida, city hall has a flat f except for the lobby which has a raised roof. The exterior walls of the city building are for the st part glass and are screened by a lattice concrete block wall. The exterior wall of the police d chamber of commerce wing (to the left) are essentially brick with a portion of the glass and tice wall at the chamber of commerce office (Figure 8).

A city hall should be designed to take advantage of the site conditions. Colton, California, nstructed a new city hall which is part of a civic center. The buildings are arranged as segments a circle, connected by a covered walkway (Figure 9). Mount Clemens, Michigan, was able to take rantage of a site with several levels (Figure 10), and Raleigh, North Carolina, has an unusual lestrian bridge entrance to the second floor level containing the offices most frequently visited the public (Figure 4).



Wm. B. Harvard, Architect
Photo by Wm. Amick

Figure 8 — St. Petersburg, Florida (top)

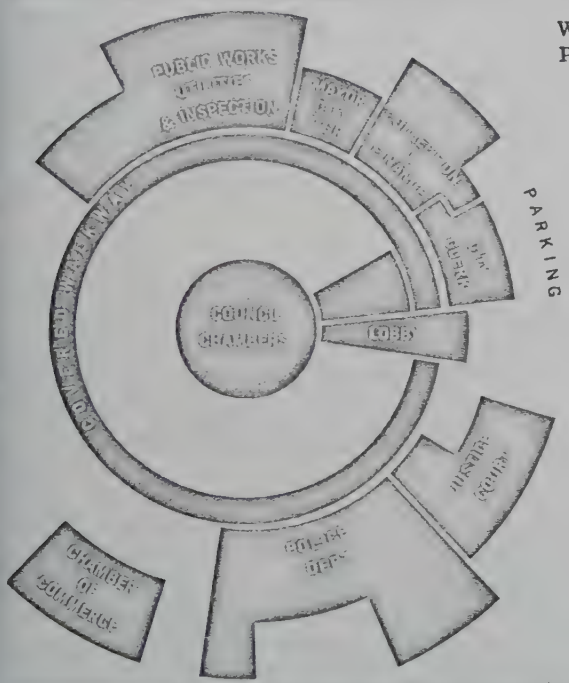
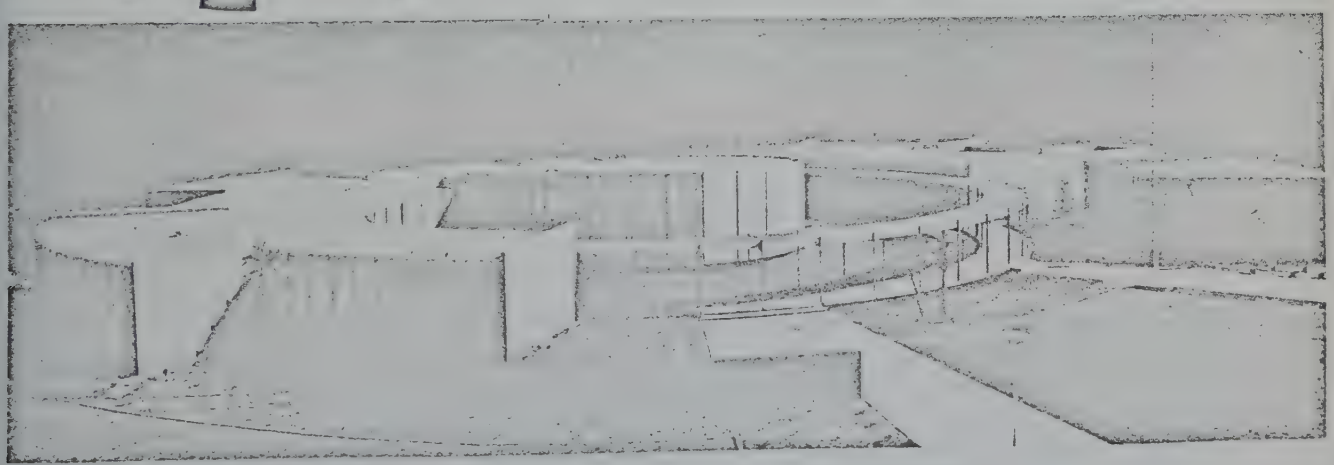


Figure 9 — Colton, California, Civic Center (left and bottom)



Herman O. Ruhnau, Architect

rin & Doworski, Architects

Figure 10 — Mount Clemens, Michigan

Internal Construction Features. Modern buildings have several outstanding features which e them safer, cheaper to build, and easier to maintain. Wood ceiling moldings, door frames, baseboards are being eliminated. Window area has increased and windows are hung so that can be cleaned from inside the building. Tile floor coverings of asphalt or vinyl compounds plify cleaning and afford more use of color as well as provide cheaper and more attractive rs. Corridors are waste space and the modern building is so arranged that they are used ringly.

Color is an important feature of modern buildings. Efficiency can be increased and fatigue uced by proper use of color in offices and general work areas. A flat finish is better than a s since it presents a pleasing appearance and does not strain eyes. Colors which relieve glare reduce contrasts are best for walls, ceilings, floors, and also for desks and office furnitu e. k, pure, and extremely bright colors should be avoided in offices, although they can be very ctive for lobbies, stairwells, and other public areas. In areas where bookkeeping, drafting, or hine operations are being performed the cool tones of green and blue-green should be selected. ere more active work is done or where there is little natural light, warmer tones of peach, tan, rose can be used.

Closely related to color is the provision for proper lighting of a work area. The colors chosen have a bearing on the amount of artificial illumination needed; the type of lighting will determine composition of the colors. In general offices it is important to use illumination of fairly high nsity rather than to spotlight desks. Lack of contrast is especially important in drafting and work, and uniformity in lighting is desirable throughout the building.

Heating in the new building is another important consideration, as in air conditioning. A num- of engineers specialize in this area, and municipal officials responsible for planning a new city should seek expert advice. It is recognized that approximately 70 degrees temperature is ideal office workers. Air conditioning is not uncommon. In fact, only 12 cities did not air condition of their new city hall, whereas 72 cities air conditioned all of the city hall. Cities air condi- ing only part of the city hall concentrated on public meeting rooms (council chambers) and ate offices.

One reason that proper heating and air conditioning are important is the effect it has on venti- on. People are quick to recognize poor ventilation and often refer to the condition as "stale air." mmonly it is believed that poor ventilation is due to reduced oxygen content of the area and a

large amount of carbon dioxide. This is not so. Proper ventilation has to do with regulating the heat of the body. The evaporating mechanism of the human skin produces cooling effects to the body. This evaporation is related to the temperature of the air, the amount of water vapor it contains, and its rate of movement.

Another factor to consider in planning the city hall is partitions. Questions will arise as to whether floor-to-ceiling partitions or partial partitions should be used; and whether partitions should be permanent or movable. Movable partitions have the obvious advantage of flexibility. Today partitions can be bought that are made of almost any material and are fire resistant. Most cities seem to enclose departmental areas in permanent walls, but private offices, divisional areas, and conference rooms are separated by removable partitions. One of the most interesting facts about the Raleigh city hall is that all walls can be moved, including the outside walls, since none of them is load bearing.

In deciding on the use of permanent and movable partitions thought must be given to the future growth of the organization. If the city is likely to grow and change rapidly, movable partitions are a must. If the city has reached its growth, and is not likely to change, the need for movable partitions is not as great. Cost studies should be made. Movable partitions may cost more initially than permanent partitions but make up the difference in one or two changes.

Finally, it should be stressed again that the design of the city hall should allow for expansion. In selecting a site, room should be left to add an addition to the building. Sometimes, particularly if growth will cause expansion in five years or so, constructing an unfinished floor area is advisable. Basic facilities, such as the heating plant, should be large enough to take care of expansion.

Financing the City Hall

Throughout the planning of a city hall thought must be given to how planning and construction costs will be met. The great majority of city halls are constructed from monies raised by general obligation bonds, capital reserve funds, or a combination of capital reserve funds and general obligation bonds. The issuance of such bonds may require a vote of the people, depending on state laws. A few other financing methods that some cities have used should be mentioned.

Federal Assistance. The Community Facilities Administration administers advances for public works planning and public facility loans. Section 702, Public Law 560, provides that funds may be advanced to states, municipalities, and other nonfederal public agencies to help finance the planning of public facilities. These advances are repaid without interest when construction begins or contracts are awarded. The purposes of this program is to encourage municipalities and other public agencies to maintain at all times a current and adequate reserve of planned public works and to promote maximum economy and efficiency in the planning of public works. These advances are not a method of finance since eventually they must be repaid; they are, however, a method of obtaining working capital to pay for the adequate planning of a city hall.

Public Law 345 established a program of loans for the construction of public facilities where financing is not available on any other reasonable basis. Interest rates are established at the time applications are accepted by the Community Facilities Administration. Loans are available to cities of 50,000 or less, or 150,000 or less if the city is in a depressed area. For detailed information city officials should contact the Community Facilities Administration of the Housing and Home Finance Agency.

Another possible method of receiving federal assistance is if the city hall is part of a planned urban renewal program. In such a case the financing of the city hall might be assisted indirectly by the total financial plan of the over-all program.

Lease-Purchase. A few cities, largely in California, have constructed a city hall through a lease-purchase agreement. A private party agrees to build the city hall at no initial cost to the city. The city in turn agrees to a lease for a specific number of years. A specified yearly "rental" is agreed upon. At the end of the lease period the city owns the property outright. Costa Mesa, California, was successful in financing its city hall in this manner.

The lease-purchase plan has the main advantage of avoiding legal debt limits. The theory is

ply that rent to fall due beyond the current rent period is not a debt. This method also may id a vote of the people to approve a general bond issue when state law requires a vote. Cities templating financing a city hall in this manner should be sure the device is legal. Objections he lease-purchase system largely revolve around the fact that in actual practice the "rent" is "rent" but a debt. No city plans to stop paying the yearly charge. The duty to pay each year's t is just as clear as the duty to pay other debt obligations. Thus the plan creates a fiction, and purpose is to circumvent the legal debt limit. Lease-purchase also is a costly method of financ- — usually much higher than use of general obligation bonds.

Revenue Bond Issue. Some states have authorized financing a city hall by revenue bonds. ere the device is used state statutes usually provide for the creation of a public building authority. authority is given the power to construct public buildings and issue revenue bonds to finance d construction. In turn the city agrees to pay rent to the authority until the bonds are retired. ractice this is similar to the lease-purchase plan except that a public body is created to raise money.

Internal Financing. A few cities have been able to finance the city hall by borrowing from city st funds such as cemetery endowment. Bountiful, Utah, borrowed $90,000 from trust funds and dged the revenue from a sales tax increase to repay the loan.

Further Sources. (1) Beryl Robichaud, Selecting, Planning, and Managing Office Space (New k: McGraw-Hill, 1958), 361pp. $8.50; (2) Kenneth H. Ripnen, Office Building and Office Layout nning (New York: McGraw-Hill, 1960), 182pp. $10; and (3) Police Stations (Seattle: Bureau of vernmental Research and Services, University of Washington, 1954), 75pp. $3.

Note: This report was prepared by William E. Besuden, staff member, and Eleanor A. wab, former staff member, International City Managers' Association.

Appendix A

DATA ON NEW CITY HALLS

Data for 104 cities responding to MIS questionnaire. Purpose: "R," new city hall replaces an older one: "A," annex or addition to an older city hall; "M," remodeling an existing building; "O," some other purpose such as first city hall. Location: "CB," city hall is located in central business district; "FB," on the fringe of the central business district; "O," located in other area; asterisk (*) indicates city hall is part of a civic center of governmental and public buildings; single dagger (†) indicates city-county building. Usable Square Feet. This figure is given in the nearest thousand and includes all areas except corridors and halls. Air Conditioning: "E," entire building is air conditioned; "P," private offices; "C," council chamber; "O," other areas; leaders (...) data not reported; and superior numbers ([1]) are for footnotes at end of table. Ninety-six other cities stated that they had constructed city halls but did not return the questionnaire that asked for detailed information; they are listed at the end of this table.

City[1]	Purpose of City Hall	Location	Usable Sq. Feet (in thousands)	Total Cost Exclusive of Land and Furnishings (in thousands)	Number of Stories (Exclusive of basements)	Number of Elevators	Air Conditioning
Over 100,000							
El Paso, Tex.	R	CB*†	99[6]	1345[10]	6	2	O
Flint, Mich.	R	FB*	49	...	5	2	E
Greensboro, N. C.	AM[2]	CB	...	...	3	1	E
Lansing, Mich.	A	CB	33	...	10	3	E
Los Angeles, Calif.	O	O	30	1000	2	1	E
Madison, Wis.	R	CB*†	95[6]	7000[11]	7	4	C
New Orleans, La.	R	CB*	327	7000	11	4	E
San Jose, Calif.	R	FB*	85	2339	4	3	E
Tacoma, Wash.	R	FB†	119[6]	9876[11]	11	3	E
Torrance, Calif.	A	O	25	1035	2	None	E
30,000 to 100,000							
Alexandria, Va.	A	CB	...	1500	4	2	E
Alhambra, Calif.	R	FB*	44	1061	2	1	E
Arlington, Tex.	R	CB	12	318	2	...	E
Belleville, Ill.	R	CB	55	800	2	1	E
Biloxi, Miss.	M	FB	8[7]	...	3	None	O
Burbank, Calif.	A	FB	...	...	...	...	...
Concord, Calif.	R	FB*	9	...	1	None	E
Fair Lawn, N. J.	R	CB	8	450	3	None	E
Gadsden, Ala.	R	FB	35	1924	4	4	E
Garland, Tex.	R	CB	12	138	2	1	E
Irving, Tex.	R	FB	10	140	1	None	E
Lebanon, Pa.	R	FB†	...	3000[11]	3	2	E
Lakewood, Ohio	R	...	61	1560	2	1	E
Middletown, Conn.	R	FB*	40	770	3	1	None
Modesto, Calif.	R	FB	18	...	4	1	E
Mountain View, Calif.	R	CB	22	556	1	None	E
Orlando, Fla.	R	FB	46	1400	8	2	E
Panama City, Fla.	R	FB	20	800	2	None	E
Passaic, N. J.	R	FB	19	550	2	None	None
Port Huron, Mich.	R	CB†	17[6]	3500[11]	3	1	O
Raleigh, N. C.	R	FB	25	860	4	1	E
Sandusky, Ohio	R	O	26	670	2	None	None
Spartenburg, S. C.	R	CB	8	950	3	1	E
Valdosta, Ga.	R	FB	15	356	2	None	E
Waterloo, Iowa	R	FB	49	1068	3	1	E

Appendix A — continued

City[1]	Purpose of City Hall	Location	Usable Sq. Feet (in thousands)	Total Cost Exclusive of Land and Furnishings (in thousands)	Number of Stories (Exclusive of basements)	Number of Elevators	Air Conditioning
000 to 30,000							
laire, Tex.	...[3]	FB*	4	...	1	None	E
keley, Mo.	R	CB*	8	105	1	None	PR
merton, Wash.	R	CB	33	500	3	None	None
okfield, Wis.	R	CB	5	220	1	None	E
umbia, Tenn.	R	CB	22[8]	212	2	None	E
umbia Heights, Minn.	R	FB	8	170	2	None	CO
lege Park, Md.	R	CB*	4[9]	...	3	None	E
nford tp., N. J.	R	FB	...	656	1	None	E
nont, N. J.	M	CB	...	141	2	None	P
ondido, Calif.	A	FB	4	288	2	None	E
eka, Calif.	R	FB	16	654	3	1	None
rmington, N. M.	R	FB	17	400	2	None	E
t Collins, Colo.	R	FB[5]	25	408	3	1	E
sse Pt. Woods, Mich.	R	O	7	233	1	None	E
tom City, Tex.	R	O	8	125	1	None	E
ewell, Va.	A	CB	...	140	3	None	P
maroneck, N. Y.	A	FB	7	...	3	None	C
squite, Tex.	R	FB[5]	10	236	1	None	E
dletown tp., Pa. (Bucks Co.)	R	CB	8	170	2	None	E
lcreek tp., Pa.	R	O	11	286	1	None	None
nroeville, Pa.	O	FB	63	...	1	None	None
unt Clemens, Mich.	O	FB	13	485	2	None	E
rfreesboro, Tenn.	R	FB	8	235	1	None	E
th Las Vegas, Nev.	R	CB*	13	...	1	None	E
th Plainfield, N. J.	A	CB	8	180	2	None	EC
Lawn, Ill.	R	FB	6	220	3	None	E
Ridge, Tenn.	O	CB	24	443	1	None	E
ifica, Calif.	M	O	7	20	2	None	None
nesville, Ohio	A	CB	...	450	2	None	E
nt City, Fla.	R	CB	7	131	1	None	E
catello, Idaho	R	FB	7	135	1	None	E
hardson, Tex.	O	FB	...	100	1	None	E
hland, Wash.	O	FB	17	620	3	None	E
ler tp., Pa.	...	O	8	425	2	None	E
nter, S. C.	R	CB	...	95	2	None	E
alia, Calif.	R	FB	8	229	1	None	E
stchester, Ill.	R	CB	16	345	1	None	O
st Univ. Place, Tex.	R	O	12	225	2	None	E
der 15,000							
eville, Tex.	AM[2]	CB	3	30	1	None	E
ntaine Nebrs., Mo.	R	O	7	...	2	None	P
ok Pk., Ohio	R	O	...	400	1	None	P
tle Shannon, Pa.	M	FB	...	150	2	None	None
ter Line, Mich.	M	FB		138	2	None	E
n Rapids, Minn.	R	O[5]	7	154	1	None	E
stwood, Mo.	R	FB		150	1	None	E
rfield, Ill.	R	FB*	6	161	1	None	E
er, Ohio	...	CB		65	2	None	None
Gallie, Fla.	M	CB	7	50	1	None	E
Monte, Calif.	R	O*	10	...	1	None	E
ls Church, Va.	R	CB*	15	252	3	None	E
nesville, Tex.	R	CB	8	158	1	None	E

Appendix A — continued

City[1]	Purpose of City Hall	Location	Usable Sq. Feet (in thousands)	Total Cost Exclusive of Land and Furnishings (in thousands)	Number of Stories (Exclusive of basements)	Number of Elevators	Air Conditioning
Under 15,000 (cont'd)							
Glencoe, Ill.	R	CB*	30	750	2	None	O
Nacogdoches, Tex.	R	FB	...	99	2	None	E
Northlake, Ill.	...	CB	12	185	2	None	None
Nederland, Tex.	R	FB	2	28	1	None	E
Northbrook, Ill.	R	FB	4	185	2	None	E
Palm Springs, Calif.	R	O*	11	426	1	None	E
Pecos, Tex.	R	FB*	4	...	1	None	E
Riviera Beach, Fla.	M	FB	...	15	1	None	P
Santa Paula, Calif.	R	FB[5]	5	100	1	None	E
Sapulpa, Okla.	M	R	3	22	3	None	E
Scottsbluff, Neb.	R	FB	14	160	1	None	O
Snyder, Tex.	R	FB	7	85	1	None	E
South Holland, Ill.	R	FB	...	144	1	None	P
Stanton, Calif.	...	FB*	3	...	1	None	O
The Village, Okla.	...	FB	4	...	1	None	E
Vienna, Va.	R	FB	5	72	1	None	PC
Westminster, Colo.	R	O	11	235	1	None	None
Winter Haven, Fla.	R	FB*	8	145	1	None	E

[1]This table does not include replies from five cities that are planning to construct new city halls or annexes in the next two years: Philadelphia, Pennsylvania; Ann Arbor, Michigan; Bedford, Ohio; Winter Park, Florida; and Calgary, Alberta, Canada.

[2]These cities remodeled existing structures as annexes to their city hall.

[3]The city of The Village, Oklahoma, built its city hall in 1952 and added additions in 1956 and 1960.

[4]Bellaire, Texas, built its city hall in 1940; added an addition in 1951; and remodeled and doubled its size in 1958.

[5]Although a civic center did not exist at time city hall was constructed, location was chosen so that the city hall would be in the future planned center.

[6]City use only.

[7]Biloxi reports that 3,400 square feet is not used at present.

[8]This figure includes 5,976 square feet of floor space for library, classrooms, rest rooms, lobby, and halls.

[9]Does not include 1,560 square feet of floor space used as a library.

[10]The figure shown represents the cost of the city share only of a city-county building.

[11]The figure shown represents the total cost of the city-county building.

Note: A total of 96 cities reported to the *1961 Municipal Year Book* that they had built city halls since 1955, but they did not furnish data for this MIS report. They are: Alabama: Homewood; Arizona: Phoenix (1961) and Tucson; Arkansas: Jacksonville and Springdale; California: Arcadia, Buena Park, Concord, Costa Mesa, Eureka, Fontana, Garden Grove, Los Altos, Millbrae, Modesto, Monterey, and Port Hueneme; Colorado: Thornton; Connecticut: Middletown; Florida: Jacksonville and Pompano Beach; Georgia: Augusta, Dublin, and Smyra; Illinois: Cahokia, Evergreen Park, Franklin Park, Markham, Norridge, Riverdale, South Holland, Springfield, and Waukegan; Indiana: Beech Grove and Indianapolis; Iowa: Bettendorf; Kentucky: Frankfort; Louisiana: Shreveport; Massachusetts: Redham; Michigan: Berkley, Harper Woods, Inkster, and Wyoming; Minnesota: Anoka, Golden Valley, Mankato, and St. Clair Shores; Nevada: Henderson; New Jersey: Dumont, New Milford, Parsippany-Troy Hills, Sayreville, and Verona; New York: East Rockaway, Tonawanda; North Carolina: Concord, High Point (city-county public safety building), Jacksonville, and Lumberton; North Dakota: Fargo and Minot; Ohio: Canton, Chillicothe, Garfield Heights, Maumee, Norwalk, Oregon, Parma Heights, and Warrensville Heights; Pennsylvania: Baldwin, Carlisle, Falls, McKeesport, Mount Carmel, Warminster, and Plum; South Carolina: Union; South Dakota: Mitchell and Pierre; Tennessee: Lebanon; Texas: Dallas, Farmers Branch, Gainesville, Grand Prairie, Highland Park, and Mesquite; Washington: Bremerton and Longview; West Virginia: Wheeling; Wisconsin: Chippewa Falls, Cudahy, Milwaukee, Stevens Point, and Wauwatosa.

Appendix B

SPACE PLANNING FORMS, MODESTO, CALIFORNIA

Department _____
Division _____
Date _____

hat departments should be located near this department? (Mark in order of desirability - 1,2,3)

City Attorney	Personal	Health
City Clerk	Fire	Finance
Public Works	Traffic Engineer	Maintenance (Corp. Yard)
Planning	Police	Recreation
City Manager	Other _____	

ith what departments does this division have the most contact? (Mark in order 1,2,3)

City Attorney	Personnel	Health
City Clerk	Fire	Finance
Public Works	Traffic Engineer	Maintenance (Corp. Yard)
Planning	Police	Recreation
City Manager	Other _____	

ith what other divisions within this department and other departments does this division have ie most contact? (List in order of necessity)

s the volume of direct contact of this division with the public in the city hall, high, medium, or w? (circle one)

ist the divisions of this department in order of importance of public contact.

SONNEL, SPACE AND EQUIPMENT

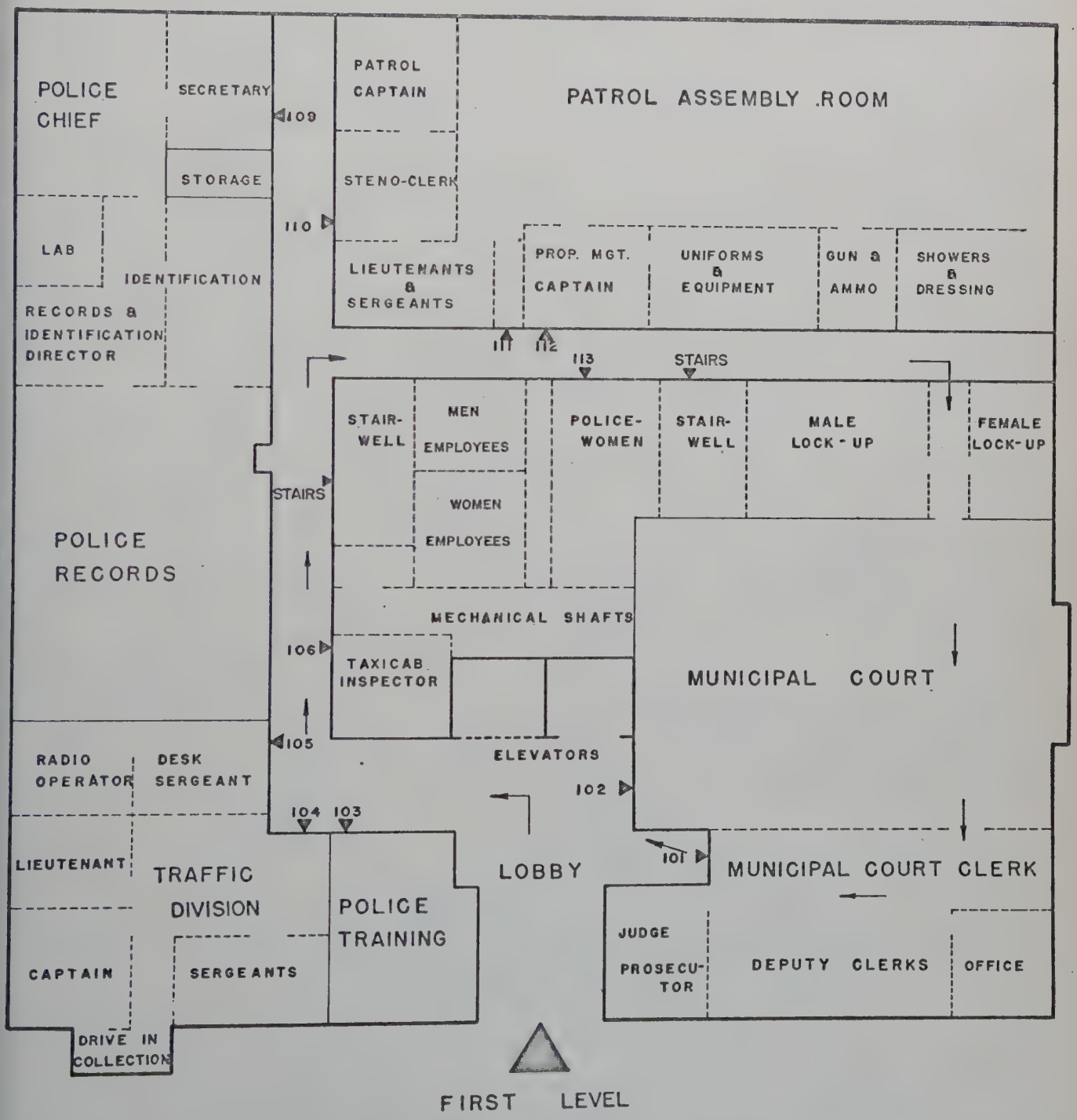
50,000 - 60,000 population
90,000 - 100,000 population

Department _____
Division _____
Date _____

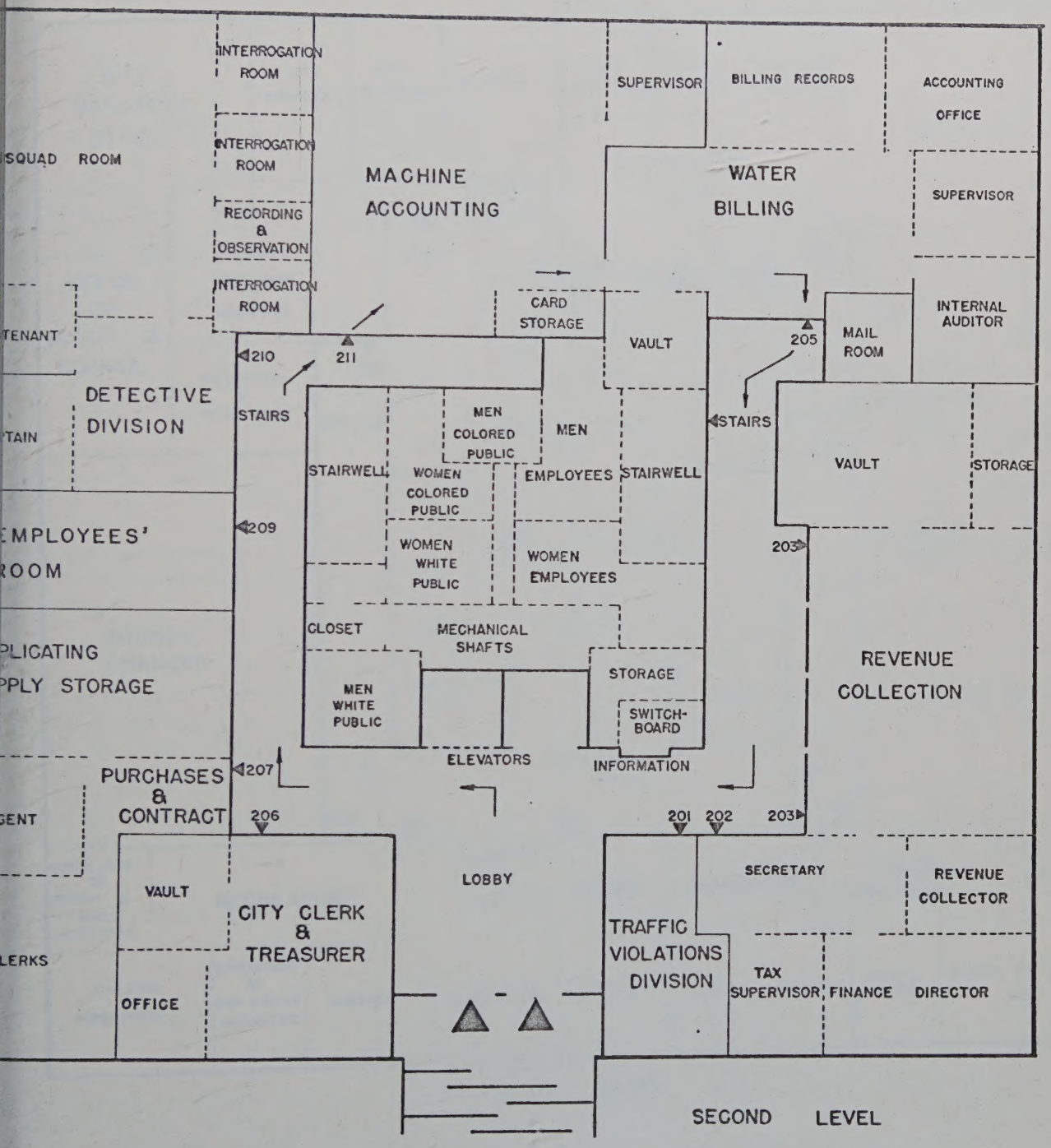
PERSONNEL				Office Space Sq. Feet		Special Areas		Total Area	List of Equipment	No. of Phones	City Cars
Job Title	Male	Female	Total	Private	General	Type	Sq. Feet				
Totals											

Appendix C

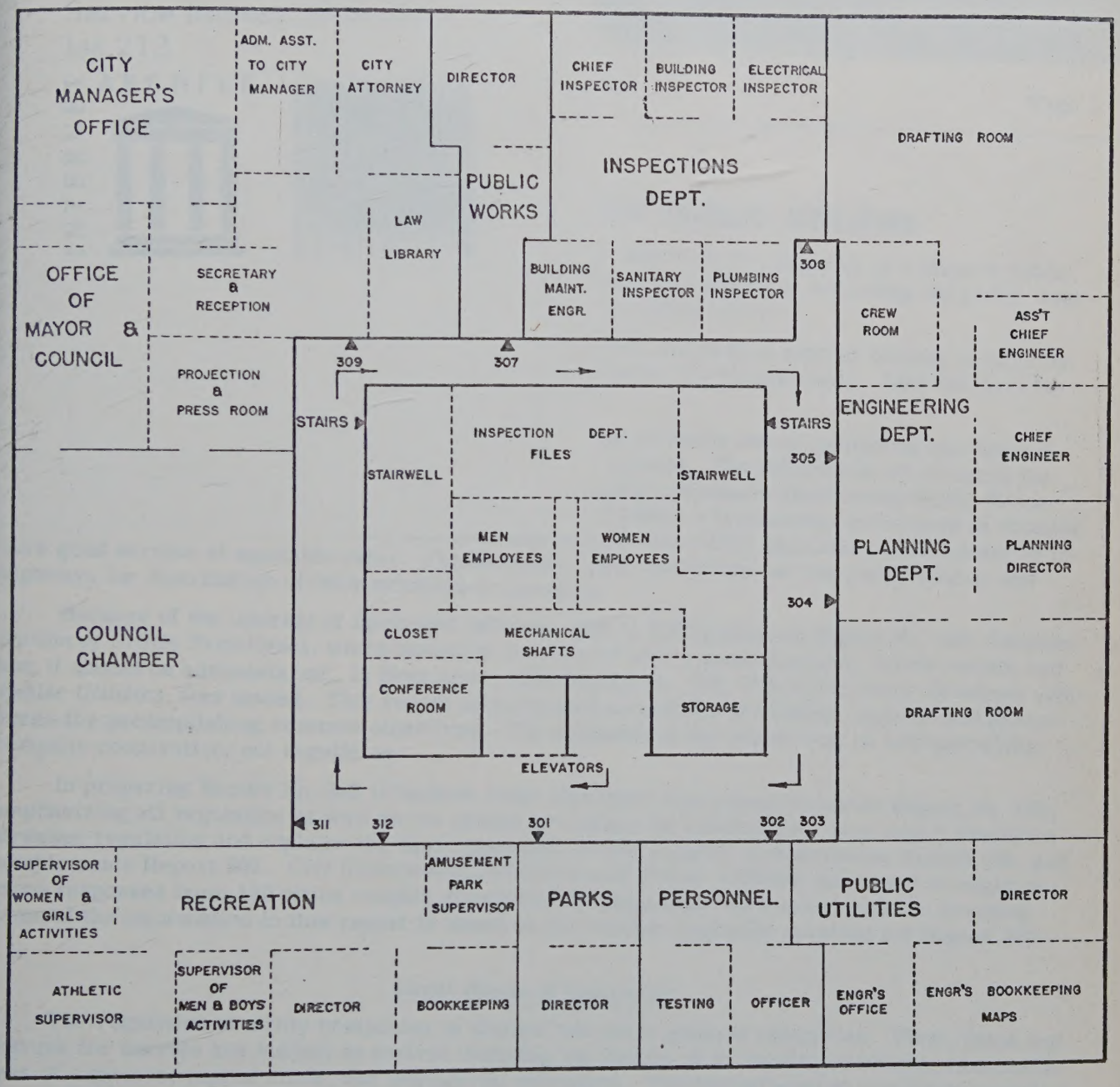
FLOOR PLANS OF RALEIGH, NORTH CAROLINA, CITY HALL



Appendix C — continued



Appendix C — continued



THIRD LEVEL